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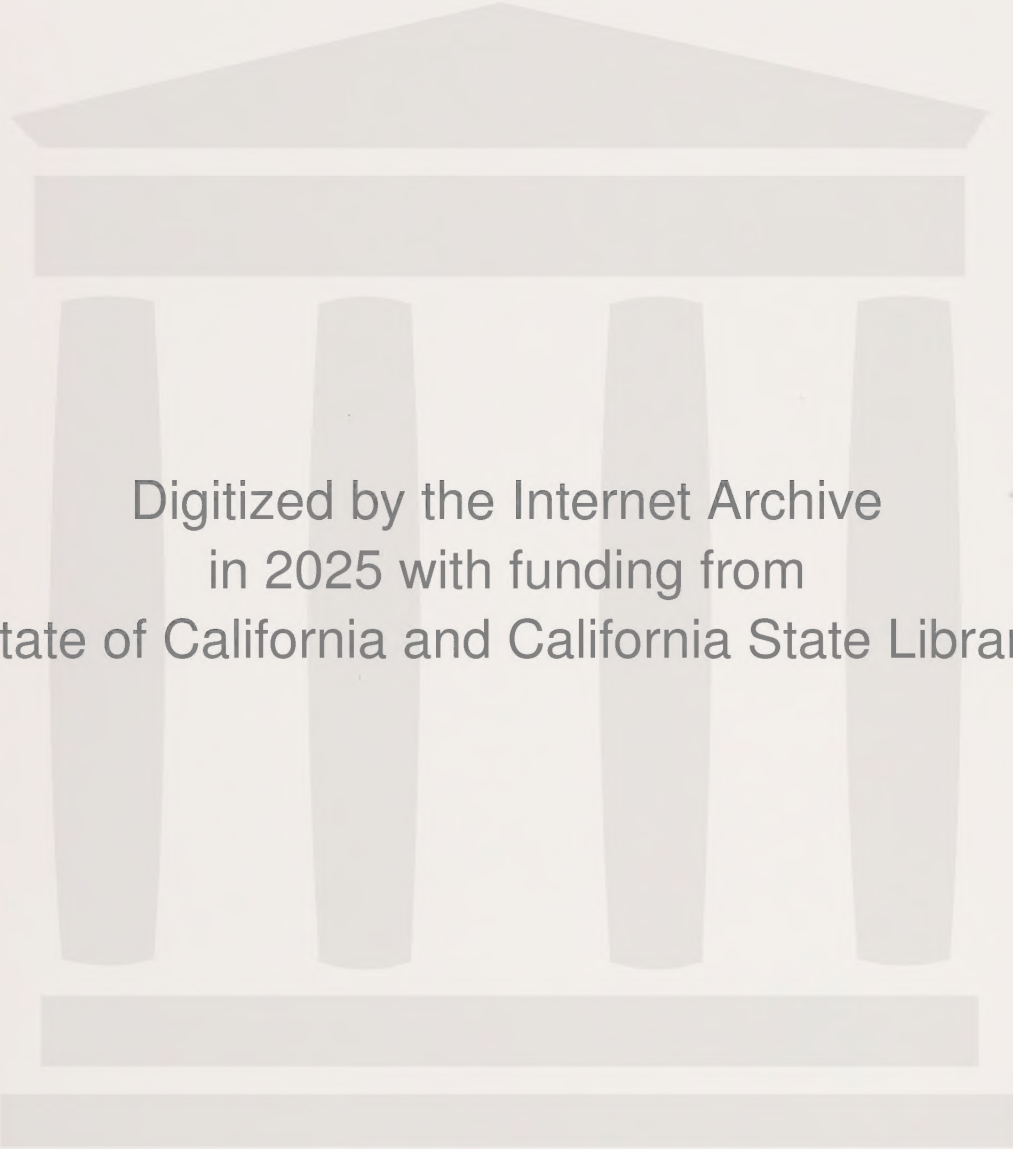
UNIVERSITY OF CALIFORNIA

LAND USE

fullerton
general plan

development services department





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INTRODUCTION

The Land Use Element of Fullerton's General Plan is an attempt to determine those amounts of land required for the four basic land use categories in an urbanized area and to geographically allocate land for those purposes. The Element consists of a Land Use Map, a statement of goals, objectives and policies which guide decision making, a discussion of the Land Use Map and its implications with regard to the amounts and location of land allotted to each use, and programs for the implementation of the plan.

It is not the intent of the Land Use Element that the Map become a zoning map for the City. Rather, it is intended as a guide for decisions regarding future development and change. The Element is to be interpreted by the City Council and the various City Commissions and officials not as an inflexible rule which states that a particular parcel of land is to be used for only one use, but as a philosophical tool which relates the City's land resources to urban functions which have particular properties making some functions compatible with others.

The Land Use Element is based on projections and estimations of conditions ten years hence. The Land Use Map is not a projection of how the City will look in ten years, rather it is a plan which allows for anticipated development during the time period. It is not expected that all the developable land will be developed as shown.

The population projection used for determining need and growth is that developed in the Economic Survey and Analysis, City of Fullerton, 1971. The projections made are for 106,300 people in 1980 and 115,000 people in 1985. The Plan makes no attempt at limiting population through land use and should not be considered a growth policy. The Plan is a reaction to expected growth, not a means of controlling it. The estimated population

which could be accommodated by the Land Use Map is shown on Table 1. The table indicates two possible populations. The mid-range column indicates the possible population based on the density developers are building to today. The maximum column is the total number of units permitted within each of the density ranges. The mid-range is the more reasonable of the two and is what should be expected.

The allocations of land for the various uses are based on projected growth and need and reflect requirements for balanced development. The Plan proposed in the Element was prepared at one point in time. It will become dated virtually as soon as it is adopted. Therefore, proposals for development which are not in precise accord with the Plan should be considered in light of the various factors used in arriving at the Plan as presented. If the variables have changed, a deviation from the Plan may well be warranted.

The Land Use Element is only a part of a larger effort--the City's General Plan. The General Plan includes the other elements required by State law as well as some permissive elements. The Land Use Element must relate to the other elements in such a way as to be complementary. This relationship may require changes in the Land Use Element as the other elements are written with findings that relate to land use. These changes can be made as the periodic up-date studies are made.

Several issues which have been addressed in the Land Use Element have not been completely covered. Some of these are covered in detail in separate elements such as Housing, Parks and Open Space, and Circulation. The Land Use Element deals with these issues to the point of allocating the required space for the various land uses and is concerned with such relationships as that of land use and requisite transportation. The details of any special problems or proposals for study or action programs in areas covered by separate elements are left to the specific element.

TABLE 1

POTENTIAL POPULATION FROM PROPOSED LAND USE

VACANT LAND

<u>LOW DENSITY</u>	<u>MID-RANGE OF PERMITTED DENSITIES</u>	<u>MAXIMUM OF PERMITTED DENSITIES</u>
(1-6 du/ac)	1,000 du	1,800 du
300 ac.	3,500 persons	6,300 persons

PUD

(3-14 du/ac)	2,000 du	4,200 du
300 ac.	6,000 persons	12,000 persons

MEDIUM DENSITY

(15-30 du/ac)	2,600 du	3,900 du
(130 ac vacant)	6,500 persons	9,750 persons
(65 ac converted from sf to mult)	910 du	1,560 du
	2,275 persons	3,900 persons

HIGH DENSITY

(30-60 du/ac)	800 du	1,200 du
(20 ac)	1,600 persons	2,400 persons

OIL LAND

(6 du/ac)	6,500 du	7,800 du
1,300 ac	19,500 persons	23,400 persons

Total - vacant land	39,375 persons	57,750 persons
Existing population	88,000 persons	88,000 persons
TOTAL	127,375 persons	145,750 persons

II

GOALS, OBJECTIVES & POLICIES

Goals, objectives, and policies are the positive statements adopted by the City to guide its future growth and change. Goals and objectives make up the basis for decisions as to land use planning, housing, the creation of public facilities, and all other policy and administrative decisions. Ideally, a city will develop and adopt a set of goals and objectives which take into account all segments of the city's population, work force and visitors before beginning work on a General Plan. The process used for Fullerton's General Plan approaches this ideal state in that a Citizens' Goals Committee was created by the City Council and given the task of arriving at goals and policies to be used in the General Plan.

For use in this Plan, specific definitions have been attached to the terms "goals", "objectives", and "policies". The purpose of the definitions is to clarify the goals, objectives, and policies and to channel our thought in the interpretation and use of these statements. The following definitions are used:

- GOAL - A statement expressing a desired state or condition which is so broad and ideal as to be unattainable. Goals relate to an end state towards which we strive yet never reach.
- OBJECTIVE - A statement which logically follows from a goal, which can be measured, relatively or absolutely, and which can be attained.
- POLICY - A statement to be used as a guide or strategy to attain a stated objective.

Graphically, the process is as follows:

GOAL

OBJECTIVE

POLICY

Goals, objectives, and policies for each of the four functional areas are established using the definitions and process described above.

III

FUNCTIONAL AREAS

A. COMMERCIAL SEGMENT

GOAL

- I Encourage commercial, financial, and professional development that will serve the community.

OBJECTIVES

- I-A Encourage planned commercial development to coincide with community growth.
- I-B Continue to enhance the economic base of the community and increase sales tax yields in an effort to lessen the tax burden on real property.
- I-C Encourage the development of major office complexes that will generate an atmosphere of mutual attraction.
- I-D Promote the revitalization of the Central Business District.

POLICIES

- I-A-1 Plan for commercial land use needs in the undeveloped area of the community.
- I-A-2 Develop creative commercial development plans and innovations which will tend to sustain the residential atmosphere.
- I-B-1 Encourage businessmen to modernize facilities in an effort to improve the City's competitive position within the County.
- I-B-2 Pursue a policy of consolidation of strip commercial uses into convenient shopping centers.
- I-B-3 Continue to direct efforts toward improving the appearance and functional efficiency of the remaining strip commercial uses.
- I-C-1 Promote the growth and concentration of office-professional uses in areas designated as office-professional complexes.
- I-D-1 Encourage the formation of additional off-street parking districts around the Central Business District.

Outlook

The financial health of a city depends, in large part, on the strength of its commercial activity, as measured by its retail sales. The City's greatest revenue producing source, in tax dollars per acre, is its commercial properties.

In planning for the development of commercial uses, a number of inter-relating factors must be given consideration.

- . Composition of the economic base;
- . Changing needs of the community;
- . Efficiency and effectiveness of present commercial uses including transportation and visibility;
- . Competition from neighboring commercial centers;
- . Demand for commercial facilities by neighboring cities and residential communities.

The rate at which commercial facilities will be needed to serve the community will depend upon the rate at which the following trends occur:

- . Population growth and/or shifts in the population density and age groups;
- . Increased consumer purchasing power;
- . Locational characteristics;
- . The attitude of the community toward future growth and development.

Personal incomes within the United States have risen significantly in the decade of the 1960's. Californians enjoyed a slight edge over the rest of the nation as a whole, even though California advanced at a somewhat slower rate than her sister states. This increase in consumer purchasing power, coupled with the rapid growth in population, brought about an increase in the demand for commercial services in the 1960's which is expected to carry over into the 1970's.

Orange County is the benefactor of a rather interesting Southern California pattern. There is a constant movement of retail sales dollars flowing into the County. This situation can be equated to a "balance of trade" analysis with Orange County enjoying a position of "favorable trade." This inflow provides a tremendous stimulus to the County's economic position, from both the employment and revenue producing standpoint, while helping to reduce the tax burden on real property.

In Fullerton, the impact of Orange County's retail sales dollar inflow is felt most strongly in automobile sales and services. Generally speaking, people spend 19% of their retail consumption dollars on automobiles. However, within Fullerton, automobile dealership sales dominate retail consumption spending, accounting for 40% of total retail sales. The heavy reliance on automobile sales has had a significant impact on the treatment of the City's commercial land use projections.

Fullerton is an integral part of Northern Orange County and, therefore, must be considered in light of the City's metropolitan environment. This environment does not place Fullerton in a position of isolation, but establishes it as a member of a group of interlocking urban communities, whose residents and commercial resources complement each other. Fullerton's area of mutual influence includes the surrounding cities of Anaheim, Buena Park, La Habra, Brea, Placentia and to a lesser extent the other Orange County communities, all of which offer an element of regional competition as well as some degree of market support.

There are a number of major shopping centers within a ten-mile radius of downtown Fullerton, all of which have a competitive impact on the City. Even though Fullerton loses retail sales dollars to these large shopping centers, the City, on an aggregate basis, enjoys a position of "favorable trade," gaining market support from some of the outlying residential communities.

As a whole, Fullerton has a surplus of commercial retail floor space, which is likely to exist for another four to five years. However, the most

important consideration is not whether there is a surplus or shortage of retail floor space within the City, but whether the various commercial areas are meeting the needs of the residents within their market area.

Neighborhood and Community Shopping Centers

Neighborhood and community shopping centers are the backbone of the commercial sector of a city. The neighborhood center caters to the daily or convenience type shopping needs of the people within its market area. It is relatively small in physical size and serves a population of 1,000 to 5,000 people. Usually a large food market serves as the dominant store with a number of satellite stores complementing the center. A neighborhood center might include a drug store, dry cleaning and laundry, beauty parlor, barber shop, restaurant, hardware store, liquor store, and other small businesses. Neighborhood centers, on a national basis, contain a range of from 15,000 to 100,000 square feet of gross leasable floor area, on a parcel of land ranging between two to eight acres.

A community shopping center usually offers both "hard lines" (hardware, appliance, furniture) and "soft lines" (wearing apparel) in conjunction with food and convenience goods and services. The community center may serve a population of from 15,000 to 50,000 people. On a national basis, community centers contain a range between 100,000 to 300,000 square feet of gross leasable floor area, on a parcel of land ranging between 15 to 25 acres of land. The Plan indicates 12 Community and Neighborhood shopping centers containing a total of 293 acres. Eight of these centers have been built and currently serve the community.

Highway Commercial

Highway commercial areas have been established to provide for commercial uses that are dependent upon a highway for access and patronage. Businesses of this nature include auto sales and service, restaurants, motels, service stations and similar commercial uses. Standards for this commercial use must continue to encourage development that will not be

detrimental to the surrounding uses or detract from the effectiveness of the highway as a traffic carrier.

As opposed to the necessary and generally beneficial highway oriented areas, the practice of commercial "strip zoning" has received severe criticism from planners, traffic engineers, Chambers of Commerce, and most other agencies and organizations concerned with the economic development of land. The goals of this Land Use Element reflect this philosophy, stating that one of the commercial objectives of the City should be to consolidate strip commercial uses into well placed and convenient centers. The Element also calls for the development of creative commercial plans and innovations that will improve the appearance and functional efficiency of the strip commercial uses and help sustain the residential atmosphere.

It is anticipated that businesses that are of a truly highway-related nature eventually will replace the present businesses located in the strip areas. The Plan indicates a total of 195 acres of highway commercial land use.

Regional Shopping Centers

A Regional Shopping Center provides a complete spectrum of consumption goods ranging from high-style wearing apparel to furniture and appliances. Usually one or more large department stores serve as the anchoring base, with numerous other businesses complementing the center. A regional center will serve from 100,000 to 300,000 people, living within a 30 to 60 minute driving time radius and will have over 300,000 square feet of gross leasable floor area requiring a minimum of 50 to 100 acres of land.

The Orangefair Shopping area is the only regional center indicated on the Plan. The total amount of commercial land use projected for this area is 130 acres. At the present time, only 90 acres are being used in a commercial capacity, allowing for a considerable amount of future expansion. This retail trade area serves a large segment of the North Orange County Market. It captures over 20 percent of Fullerton's total annual retail sales and operates at a level of efficiency that is well above the City's average.

Office-Professional

Commercial facilities which house service activities, such as legal services, insurance, architectural, engineering and the medical-dental professions are identified in the Plan as "Office-Professional." These activities are not dependent upon motor vehicle or pedestrian traffic for their support; however, they require a location that is convenient and accessible to clients.

Office-professional areas often serve as a transition or buffer zone between shopping centers, large institutions, or heavily traveled streets and residential developments. Office-professional space is a major factor in terms of an area's growth prospects. In addition to providing more jobs, office space expansion serves to strengthen existing retail centers and stimulates growth of the local economy.

Fullerton, in its efforts to attract major corporate headquarters as well as additional offices, faces stiff regional and intercommunity competition. On the regional level, Fullerton must compete with high rise and large office complexes available in the Los Angeles area and the Santa Ana and Irvine-Newport Beach areas. Office space that fulfills intercommunity needs usually takes the form of professional services such as medical, dental, legal, and accounting. These offices tend to group in small centers offering a range of complementary services.

At the present time much of the office space in Fullerton has been largely devoted to satisfying community needs. The demand for office space has come primarily from branch banks, attorneys, realtors, accountants, and the medical profession, that tend to serve the immediate area. Competition among providers of office space serving the neighborhood level will probably continue to be keen. The majority of this level of office space is contained in strip commercial areas on the City's most heavily traveled thoroughfares. The high vacancy rates recorded for those offices would tend to indicate a surplus of this type of development.

Numerous medical practitioners and ancillary services have located in Fullerton largely due to the existence of the St. Jude's medical facility. This location has become a major medical office complex. The medical profession, in general, adds a considerable amount to any city in terms of purchasing power, employment, secondary support services, and prestige.

Fullerton, at the present time, has two potential nonmedical office centers. One is at the intersection of Harbor and Brea Boulevards centering around the Northern Orange County Civic Center facilities and the Bra-shears' Center. The second location is near California State University, Fullerton between Nutwood and Chapman Avenues. The County facility and the expanding State University should serve as important catalysts for future growth at the intercommunity level. As these facilities continue to develop, the City should benefit greatly from the expansion of office services.

Fullerton has a number of positive factors which should serve to attract future office space users. The unparalleled accessibility to the City--eventually to be surrounded by four freeways--means easy accessibility for a wide market area of potential employees. Fullerton's nonmetropolitan location has the effect of offering office users a variety of single-family and multiple-family housing serving a wide range of income levels. Adequate parking and transportation for existing and future development will have even greater importance in the coming years. As the economy of Fullerton and North Orange County becomes increasingly more complex, it is expected that major office users such as large brokerage firms and insurance company headquarters will locate in the City, resulting in a spiralling effect which will attract other office users.

Central Business District

The City will continue to encourage the revitalization of the downtown area; however, it is apparent that downtown businessmen must ultimately sell themselves on the benefits of greater cooperation, bold thinking, and aggressive action. Only then will the Central Business District realize its

full potential and reestablish itself as a vigorous commercial area and the recognized financial center of the City.

B. INDUSTRIAL SEGMENT

GOALS

- I Seek a strong, diversified industrial sector to provide a range of employment opportunities for the citizens of the community as well as provide a firm, stable tax base.
- II Ensure that industrial development be located and designed with due consideration given to the compatibility of land uses, transportation access, environmental quality, and aesthetics.

OBJECTIVES

- I-A Ensure a sound balance of industrially developed land by maintaining the presently limited amount of land zoned for industrial purposes.
- II-A Maintain the integrity of present and future industrial areas.

POLICIES

- I-A-1 Encourage the location of the larger, more stable types of industrial development by permitting the rezoning of large industrial parcels to smaller ones only after a need has been amply demonstrated.
- II-A-1 Permit only compatible land uses to locate within the industrial areas.
- II-A-2 Plan for the eventual elimination of those uses which are incompatible with industrial development.
- II-A-3 Expansion of existing industrial areas should take place only where the property is in close proximity to the free-ways, major arterial highways, and the railroad corridor.

Over the years, Fullerton has been fortunate in attracting desirable industrial development which has resulted in a healthy tax base and a workable mix of land uses. Industry has located in Fullerton as a result of a number

positive factors including the availability of a diverse labor pool, quality public services, educational and cultural facilities in addition to a desirable residential community. The Economic Survey and Analysis completed by the Development Services Department in 1971 indicated that Fullerton has been and still is functioning as one of Orange County's largest employment centers.

Fullerton would be remiss in its planning, however, if it did not acknowledge the fact that the trend of industrial development is changing. A most significant factor is that industrial growth is occurring most rapidly in the southern part of the County, particularly in the Irvine Industrial Complex and the area adjacent to it. This phenomenon is explained in part by the area's competitive land costs, good transportation facilities, and favorable tax rates. An additional factor that will undoubtedly influence Fullerton's long range industrial development is the availability of large tracts of prime industrial land in neighboring cities in the north County area.

If this current trend is a reliable indicator of what will transpire in the foreseeable future, Fullerton can anticipate a lessening of its attractiveness to new industry relative to other locations in the County. The City can help to ameliorate the situation by taking a positive approach through careful land use planning. In particular, the integrity of the industrial areas must be maintained for the benefit of both the existing and future industrial development.

In preparing the industrial segment of the Land Use Element, consideration has been given to many factors including:

1. The nature of existing industrial development;
2. The anticipated future need for industrial land;
3. Present and projected surrounding land uses;
4. Economic indicators;
5. Availability of adequate transportation facilities;
6. Availability of public facilities and services;
7. Physical land characteristics, such as topography.

The Land Use Element indicates the ultimate development of approximately 1800 acres or 12.7% of the total acreage in the City which is slightly higher than the 1769.4 acres presently zoned for industry. Of the 1769.4 acres presently zoned for industry, this change in the Land Use Element will not affect zoning concerns.

Fullerton's developed industrial land is located in three identifiable areas: 1) the Southeast Industrial Area, 2) the Railroad Corridor, and 3) the West Industrial Area. In addition, there are approximately 152 vacant acres zoned for industrial use in the northern part of the City. Each of these areas is discussed below.

West Industrial Area

The West Industrial Area is the largest of the existing areas with 585.8 acres used for industrial purposes. The area is generally bounded by Pioneer Avenue and Malvern Avenue to the north; by West Valencia Drive to the south; by Basque Avenue to the east; and by the City Limits to the west. Several of the City's largest and most vital industries are located in this area. The recent expansion of existing industries and the development of new ones are indicative of the continuing growth of the area. The existence of the Fullerton Municipal Airport and the industrial and commercial activities associated with it will continue to be a focal point for industrial activity in the area. The Land Use Element seeks to maintain the continued stability of existing and future industrial uses. In particular, the Element must deal with the problem of residential uses penetrating into the existing industrial development to the north of Commonwealth Avenue. The Element calls for the ultimate development of this land for industrial uses when the homes and apartments are no longer suitable for residential purposes.

At some time in the future, this industrial area may be served by the Beach Freeway. Several of the proposed routes are located within the western City boundary and, if selected, will unavoidably affect the land use and circulation patterns in the vicinity. If a route is adopted that does

traverse the City, a complete planning study will be necessary at that time to insure the preservation of the industrial developments as well as the surrounding residential neighborhoods and commercial areas.

Railroad Corridor

The Railroad Corridor extends across the City in an east-west direction that roughly parallels Commonwealth Avenue. The Corridor has approximately 40.6 acres devoted to industrial use. The Land Use Element preserves the present industrial orientation of the Corridor and, in certain locations, indicates an expansion of industrial development.

Rail access is an absolute necessity for many types of industry, and Fullerton is fortunate in having railroad lines located throughout the City. Along with the advantages that railroad access brings to the City comes a corresponding need to guard against certain disadvantages, among them is the existence of incompatible land uses. Adjacent to the Railroad Corridor are located numerous residential units which, by various environmental standards, are considered to be incompatible with this industrially developed Corridor. Since many of these units are approaching a dilapidated state, the Land Use Element calls for the eventual replacement of these residences with industrial facilities.

Southeast Industrial Area

The Southeast Industrial Area is bounded on the north by Walnut and Fender Avenues, on the south by the City Limits, on the West by Balcom Avenue and the railroad tracks, and on the east by the City Limits (Placentia Avenue). This general area encompasses approximately 456.5 acres and contains several of the City's largest industries. Much of the City's remaining vacant industrial land is located here, and the Land Use Element calls for the continued growth of industrial park type of development throughout the area.

North Industrial Area

The North Industrial Area is located to the north of Imperial Highway between Harbor Boulevard and the City Limits. This area includes 152 acres zoned for industrial uses, all of which are vacant. Future industrial developments will have good highway and rail transportation in addition to freeway access that will be provided by the proposed Imperial Freeway when it is constructed.

Since all of this industrial land is vacant, there will undoubtedly be pressure exerted upon the City to permit the development of this land for other uses. The Land Use Element emphasizes the need to preserve this land resource for the future.

C. RESIDENTIAL SEGMENT

GOALS

- I Provide the opportunity for all segments of the population employed or residing within the City of Fullerton to obtain decent housing and a suitable living environment.
- II Promote an urban environment of the highest quality possible.

OBJECTIVES

- I-A Provide a range of adequate housing and a variety of housing types within the means of all households of the community.
- I-B Provide housing opportunity in proximity to jobs and daily activities.
- II-A Encourage comprehensive development plans and practices which consider the social, physical, and economic needs of the community within recognized limitations of present development, topographical features and cost barriers.
- II-B Ensure that the location of housing does not destroy local or regional recreational sites or other important open space resources.

II-C Ensure that housing location adequately considers environmental hazards and ecological factors in siting.

POLICIES

- I-A-1 Actively encourage the development of a housing stock which includes a variety of cost, design, and type of dwellings.
- I-B-1 Through the utilization of land use controls, promote the location of residential development within easy access to employment centers, commercial establishments and public services.
- II-A-1 Promote styles of residential development which are in the greatest conformity possible with natural environmental conditions.
- II-A-2 Require that the development of vacant lands protects, to the greatest extent feasible, the natural landscape, topography, soil conditions and other environmental resources.
- II-B-1 Coordinate park and open space planning with residential development so as to protect existing and proposed open space resources and ensure that future residential development does not occur where facilities do not exist or are not planned.
- II-C-1 Prevent future residential development in areas of known high risk from fault lines, geological and flood conditions or other areas of natural danger.

The decade of the 1960's saw Fullerton change from a community in which 85% of the dwellings were single family homes to one in which almost one-third of the dwellings are in multi-family structures. During the first two years of the 1970's this trend continued with apartment construction accounting for 80% of all new residential units. This is not to say that Fullerton is now becoming exclusively an apartment community, rather it is changing with population and economic pressures which have led to a more balanced housing stock. As of December 31, 1971, Fullerton has 19,525 single family homes, 9,843 apartment units and approximately 700 mobile homes.

The intent of the Plan is to maintain, where possible, the low density nature of Fullerton while providing "a decent home and suitable living environment" for all persons living or working in Fullerton. In order to work toward this goal, the Plan attempts to preserve those single family residential areas which, during the life of the Plan, are expected to remain stable, and at the same time provide sufficient space for growth of other types of residential development. Essentially, the question of residential land use becomes one of where to allocate land for multi-family structures and planned unit developments. This issue must be divided in one's thinking to consider developed and vacant areas. The major part of the question of vacant land development relates to land owned or under the control of oil companies and used for oil extraction. These areas will be dealt with separately below.

As noted above, Fullerton presently has approximately one-third of its housing units in multi-family structures. These units provide a foundation on which to base further multi-family growth. The criteria used to allocate land for further residential development reflect principles of orderly growth while allowing the market to supply the City's needs. These criteria are the following:

- . Existing residential development;
- . Accessibility;
- . Available schools;
- . Available parks;
- . Available commercial establishments;
- . Suitable land;
- . Compatibility of adjacent uses.

With the exception of the Oil Land/Greenbelt areas, these criteria were applied to all of Fullerton in order to locate suitable land for apartments and planned unit developments.

Residential development will be discussed in terms of the four major styles of living existing in or projected for Fullerton. These are denoted by the range of densities in each of the four major styles.

1. Single Family - Low Density (1-6 dwelling units per acre).

The Plan shows approximately 4,600 acres devoted to single family development of the detached, standard gridiron or curvilinear tract. Of those 4,600 acres, approximately 300 are vacant at this time. It is estimated that the vacant areas will accommodate about 1,000 homes.

The vacant land devoted to single family homes includes some of the hilly terrain now controlled by oil companies. The intent of the Plan is to retain this hilly land as well as other parcels for large lot development. At the same time, there are other areas with adequate vacant land available for the smaller, less expensive homes.

2. Planned Unit Development - Low/Medium Density (3-14 dwelling units per acre).

The Planned Unit Development (PUD) is a relatively new style of development in Southern California, but is one which has demonstrated its value and appeal. PUD's are customarily developed at a somewhat higher density than conventional single family homes; however, they provide most of the amenities and benefits of single family development while allowing the developer to produce housing at a lower per unit cost. A more detailed discussion of the benefits of cluster development, which is a particular type of PUD, is included in the section dealing with the Oil Lands/Greenbelt areas.

The Plan allocates approximately 300 acres to the Low/Medium Density category. This land use category was specifically created for PUD's or similar projects sold as condominiums in order to allow a wide range of densities and thus a wide variety of dwelling types. It is estimated that approximately 2,000 units can be developed in the areas designated Low/Medium on the Plan.

The areas designated for PUD's have either gently rolling hills or plateaus at various stepped elevations. PUD's will allow construction of homes in these areas with the least disturbance to the existing topography.

3. Multi-Family - Medium Density (15-30 dwelling units per acre) and High Density (31 or more units per acre).

The Plan allocates 750 acres to Medium Density and 20 acres to High Density residential development. The allocation criteria led to the clustering of multi-family areas around the factors included in the criteria such as accessibility and needed services. These nuclei of apartment areas will be adjacent to or near commercial establishments, schools, parks, and other services, and in locations of easy access to the City's main arterials and surrounding freeways.

The 1972 Apartment Survey indicates shifts in attitude among apartment managers and tenants. There are two major changes indicated by the data:

1. There was an increase in the number of apartments renting in the higher rental ranges. This trend has been interpreted not as an increase in rental rates for existing units, but as an increase in the number of the more expensive or luxury type apartments. These complexes provide greater amenities and conveniences than were usually provided in the past.
2. A larger proportion of apartments cater to or accept families with children. This trend reflects the increased demand for housing for young families, construction of apartment complexes specifically for families with children, and a high vacancy rate which may be forcing some managers or owners to rent to this population group.

There are two density ranges for multi-family units--medium density and high density. The Plan indicates one major area for high density development located adjacent to the California State University campus. These parcels are chosen for high density because of the potential demand for student oriented housing. Included with the 750 acres of medium density designation is a transitional area along both sides of Harbor Boulevard adjacent to the Central Business District. This area has been shown as medium density to accommodate the older population concentrated around the CBD. This population is expected to remain in the area and continue

to require lower cost apartments in close proximity to the services and facilities available in the CBD. Although generally shown as medium density, this transitional area should include some high density residential development as the need for such dwellings is demonstrated. This need will be a function of the demand for and supply of such housing.

4. Oil Land/Greenbelt Areas - (Average density to be 6 dwelling units per acre).

Fullerton has approximately 1,600 acres under the control of petroleum companies that are used for oil extraction. The Plan shows approximately 1,300 acres of these oil areas devoted to a mix of residential uses which would conform to a greenbelt concept of development. The intent of the Greenbelt area classification is to preserve, to the greatest extent feasible, the natural topography while creating a residential environment which best serves the needs of its residents.

The development standards to be used and the uses permitted in these areas will promote the development of discrete "villages" which will be served by their own neighborhood ancillary services. In addition to residential developments and the requisite parks, schools, and the other public and semi-public uses, the Greenbelt area shall also permit neighborhood commercial facilities. These establishments shall be limited, however, to only those facilities which directly relate and serve residential development as it occurs in the Greenbelt areas.

The Greenbelt concept will encourage the clustering of single family homes, townhouses, and apartments, leaving land available for passive and active open space. At the same time, greenbelts will be created which connect residential development with the other activities in the area (i.e., schools, parks, and commercial centers).

Rather than setting maximum densities for particular parcels of land, the Plan calls for an overall average density of six units per gross acre of residentially developed land. Thus, through the use density

transfers, (i. e., averaging), a portion of one parcel could be developed at a high density while the remainder would either be permanently left vacant or developed at a low density. For example, a parcel of 100 acres would be allowed 600 units. The developer would be permitted to assemble all of these units on a portion of the land, leaving the remainder vacant. Alternatively, the developer could disperse the units at a low density throughout the property. This averaging system will permit a variety of densities and types of units, providing an interesting development, open space, and will help to preserve the natural environment.

D. PUBLIC LANDS SEGMENT

GOALS

- I Provide facilities for the social and cultural growth and development of the community.
- II Provide adequate park land for the present and future populations.
- III Provide public facilities that will adequately serve the community.

OBJECTIVES

- I-A Fully utilize City and other institutional facilities for the pursuit of cultural activities.
- I-B Maintain an informed citizenry as to social and cultural events and opportunities in the City.
- II-A Attain a minimum of four acres of City park land per 1,000 population consisting of two acres of neighborhood and two acres of community parks.
- II-B Provide an equitable distribution of park land throughout the City based on population, age groups, and land use.
- II-C Create a unified, well-balanced open space/park system through the use of City and County parks and open space and private open spaces such as greenbelts and private parks.

- III-A Protect the lives and properties of Fullerton's residents, businesses, and visitors.
- III-B Create a civic center complex by grouping major community facilities into one area.
- III-C Provide the finest and most economical water and waste disposal system possible.

POLICIES

- I-A-1 Coordinate and support the activities of the various cultural groups, schools, and insititutions.
- I-A-2 Provide professional and volunteer staff qualified in various areas of cultural and fine arts activities.
- II-A-1 Explore all means of financing the purchase and development of park lands.
- II-B-1 Purchase land for parks in areas of greatest demonstrated need.
- II-C-1 Purchase development rights or fee title to lands designated as scenic open space along scenic highways, at vista points or other points determined by the City to be of value to the community-at-large.
- II-C-2 Continue the mutually beneficial relationship between the City and the school districts which results in school/park facilities.
- II-C-3 The City shall employ the linear park concept, the beautification of strips along main arteries, freeway remnants and utility rights-of-way.
- II-C-4 Whenever possible landscaped parkways and islands shall be planned for all streets that are to be widened.
- III-A-1 Provide adequate fire and police protection for the Fullerton community.
- III-B-1 Priority should be given to the construction of a major civic auditorium.

Public Facilities

The following public facilities are provided by the public sector as a service to the community:

- . City Hall, located on West Commonwealth Avenue, will continue to adequately serve the needs of the City for years to come.
- . The City Yard will remain at its present location on Basque Avenue; however, an expansion of the existing facility is proposed.
- . The Police facility will remain at its present location, adjacent to City Hall, but will be expanded to meet additional demands.
- . Fullerton Airport consists of 73.6 acres and is owned and operated by the City of Fullerton. It is located north of Commonwealth Avenue between Dale and Pritchard Avenues, maintaining a 3,120-foot runway. In 1971, the airport accommodated 194,000 aircraft movements and based 426 aircraft.
- . The Fullerton Municipal Golf Course is operated by the City of Fullerton for general public use. The golf course is part of the 198-acre Brea Dam Flood Control and Recreational area.
- . The North Orange County Court complex is located at the intersection of Berkeley Avenue and Valley View Drive opposite Hillcrest Park.
- . The Plan indicates a comprehensive network of six fire stations which includes the headquarters facility and training area. All of the City's fire stations have been completed and should provide sufficient protection for the City for the life of the Plan.

Libraries

The Fullerton Public Library's primary objective is to furnish books, reference works, periodicals and other reading material, art objects and music for the educational and cultural needs and enjoyment of the City's residents. Two library facilities have been proposed in an effort to adequately serve the City. The main library will be located adjacent to the City Hall and will be completed in 1973. The Hunt Memorial Branch is located near the Hunt-Wesson complex on Basque Avenue.

The City has a site for a branch library in the east area of Fullerton adjacent to Troy High School. At this time, the Library Board does not have firm plans for its usage. In addition, a branch library has been proposed to serve the northwest portion of the City.

Muckenthaler Cultural Center

The Muckenthaler home, located on Buena Vista Drive in West Fullerton, was donated to the City of Fullerton by the Muckenthaler family in March of 1965 for use in promoting the arts. The Center is open to the public and features the fine arts, theatre, music, and dance.

Public Schools

Providing necessary school facilities is the responsibility of the eight separate and distinct public school districts that serve the citizens of Fullerton. The intent of the Plan is to provide goals and policies concerning future land use that can be used by school officials in long-range planning.

Generally, land that is developed single-family residential will generate a larger number of school-age children than the same acreage developed multiple-family residential. The slight increase in multiple-family residential acreage proposed by the Plan and the decreasing rate in the percent of the population that is of school-age, indicates that, for the developed area of the City, the present public school facilities should meet the needs of the community for the life of the Plan; however, as the vacant areas within the City develop, additional school facilities will be needed. The projected need for public schools in the undeveloped areas is based on the proposed land use and more specifically the proposed residential density. The major areas within the City that are totally undeveloped are the oil lands previously described.

Elementary and Junior High Schools

- . The Plan suggests an eventual need for two additional elementary school sites to serve the northwestern portion of the City and one in the northeastern part.

- . One additional junior high school is proposed to serve the northeastern portion of the City.

High Schools and Community College

- . Three high schools are indicated on the Plan and a fourth may be needed in the northwestern portion of the City as the area develops.
- . Fullerton is served by the North Orange County Community College District, which includes Fullerton College, Cypress College, and the proposed Yorba Linda College. The enrollment at Fullerton College in recent years has been close to the optimum level and is expected to remain fairly high until the Yorba Linda College has been constructed. Construction of this facility is planned to take place in 1978.

California State University, Fullerton

- . Cal-State Fullerton anticipates an ultimate enrollment of 16,000 to 17,000 full-time and 11,000 part-time students by 1980, with the majority of the student population commuting to the campus.

Parks

As more leisure time becomes available, increased emphasis must be given to the development of parks and recreation facilities. The City of Fullerton, in cooperation with local public school officials, presently supports an active recreation program which covers a wide range of individual and group activities. This program will be greatly handicapped unless the acquisition and development of park lands keep pace with the growth of the City.

The Land Use Element depicts a total of 477 acres in existing public park lands, including the land contiguous to public schools. There are 156 acres of private recreational open space indicated on the Plan which brings the total amount of existing recreational open space within the City to 633 acres.

The Parks and Open Space Element of the General Plan indicates the various areas throughout the City that are not currently being served by neighborhood, community, or regional parks. Priorities for the areas of nonservice are determined using the following criteria: population density, housing density, degree of concentration of school-age children, physical barriers, and the existing land use. The areas of nonservice having the greatest degree of need should receive top priority under Fullerton's program of park acquisition and development.

OIL LAND/GREENBELT AREAS

Imagery

In an effort to ensure sound development and the preservation of natural resources and amenities, a design concept is proposed for the two major areas of undeveloped land (See Plates 4.1 and 4.2). The Coyote Hills, which encompass nearly one-third of the City, extend across the northern section of Fullerton. These areas are presently under the control or ownership of several oil companies and are expected to remain active, at least in part, for the next fifteen years or more; however, incremental release of land within that time period is anticipated.

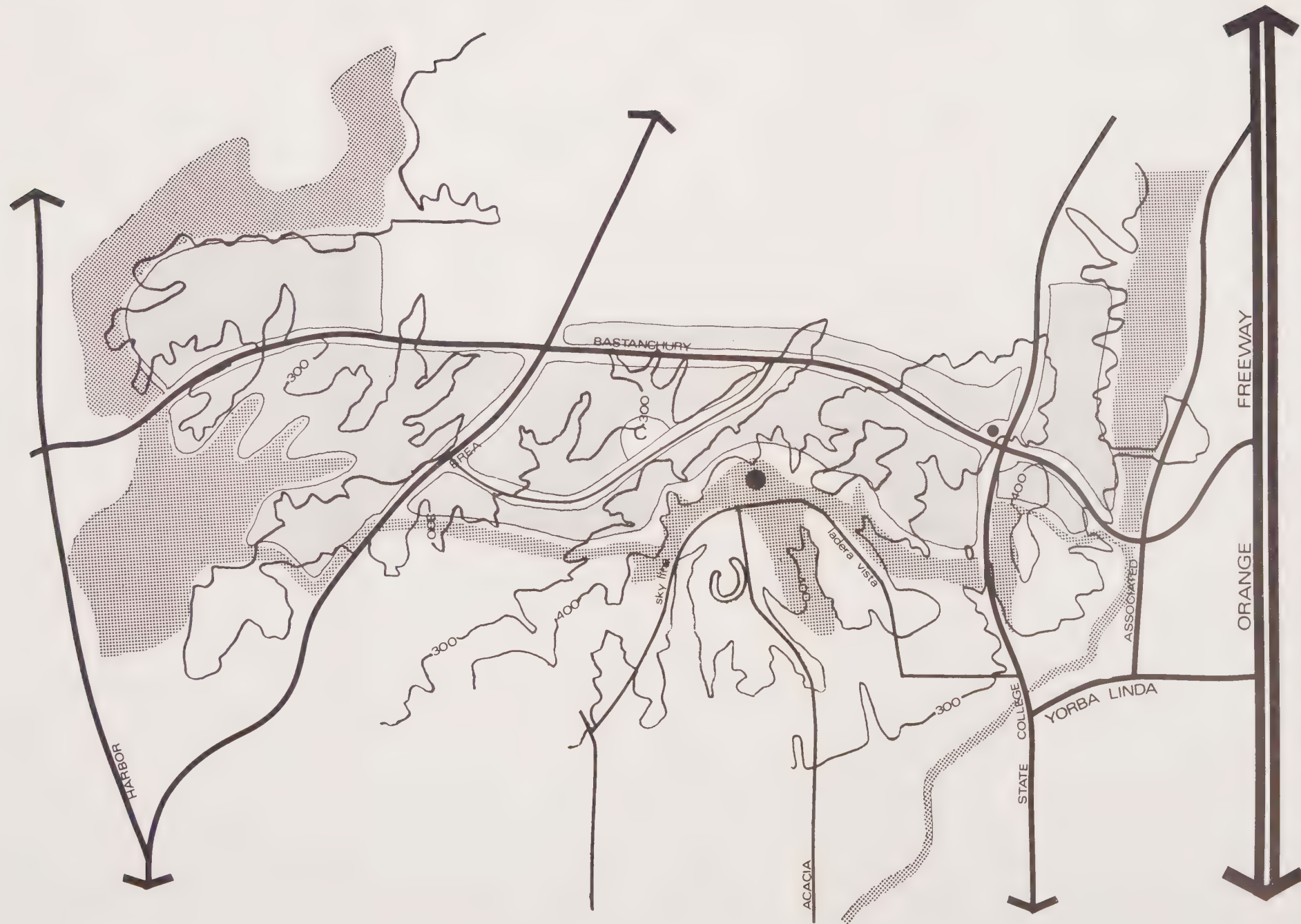
The western area reaches a height of 607 feet above sea level while the highest point in the eastern area is 534 feet. From these rolling hills one can view the total region of Orange and Los Angeles Counties. The Western Coyote Hills, in particular, provide a variety of scenic views (See Plate entitled "Vista View"). One can see the City of Long Beach, the suspension bridge spanning the harbor and even the large aircraft carriers in the naval station docks. The Palos Verdes Peninsula is located close by, framed by the Pacific Ocean and Catalina Island. From many points of the hilly land one can observe an inspiring 360° view--snow covered mountains to the North and East and the Pacific Ocean to the South and West. It is because of this valuable natural asset that the General Plan includes a vista acquisition program (See Plates 4.11 and 4.12).

Design Concept

Recent trends in consumer preferences and the realization by home owners and builders alike of the need to preserve valuable natural resources, while creating an identifiable community, has led to the development of a design concept for the Fullerton hills. This concept provides for systems of greenbelts and passive and recreational open spaces through the use of



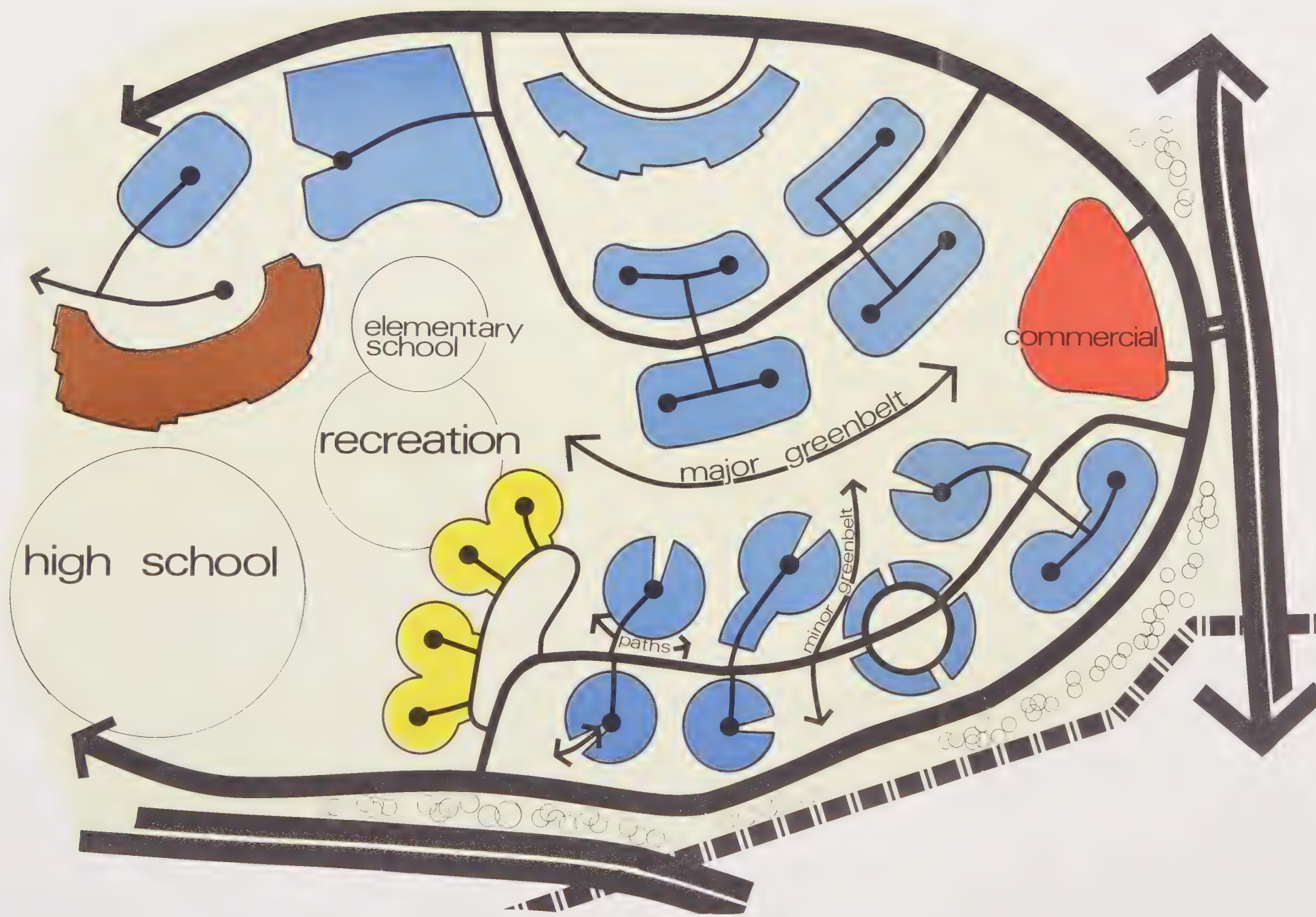
DESIGN CONCEPT DESIGN CONCEPT



EAST COYOTE HILLS EAST CO

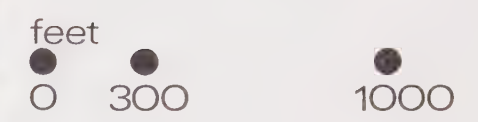
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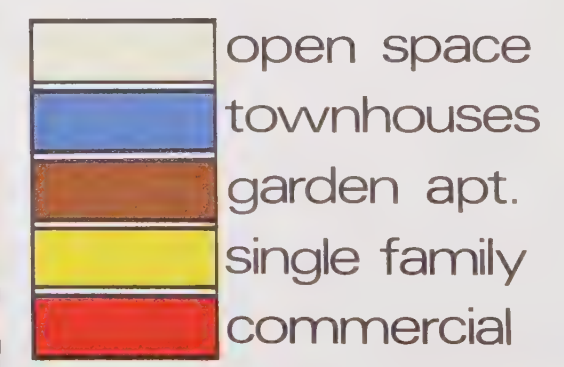


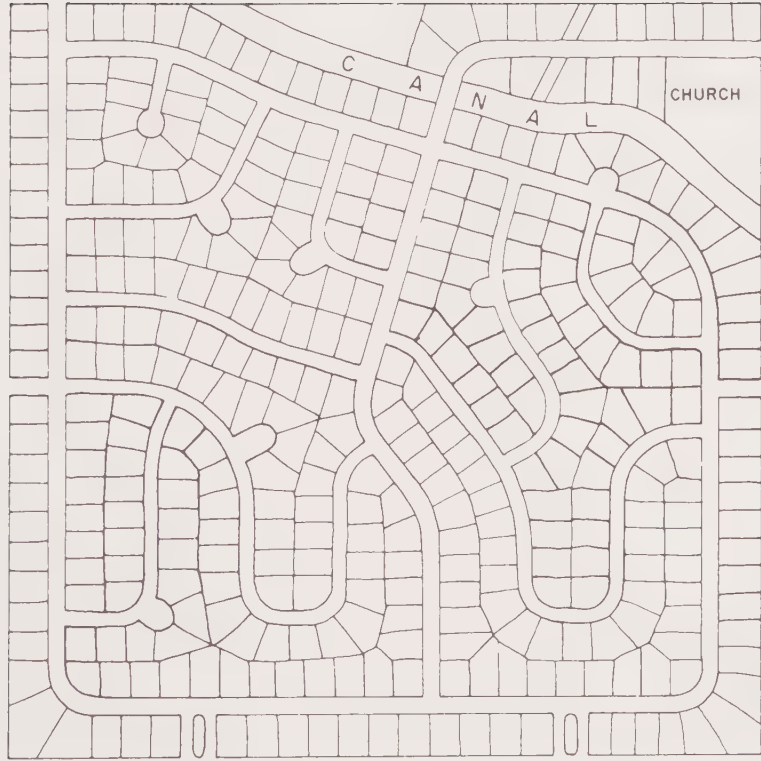
VILLAGE VILLAGE VILLAGE VILLAGE VILLAGE

4.3



STREETS

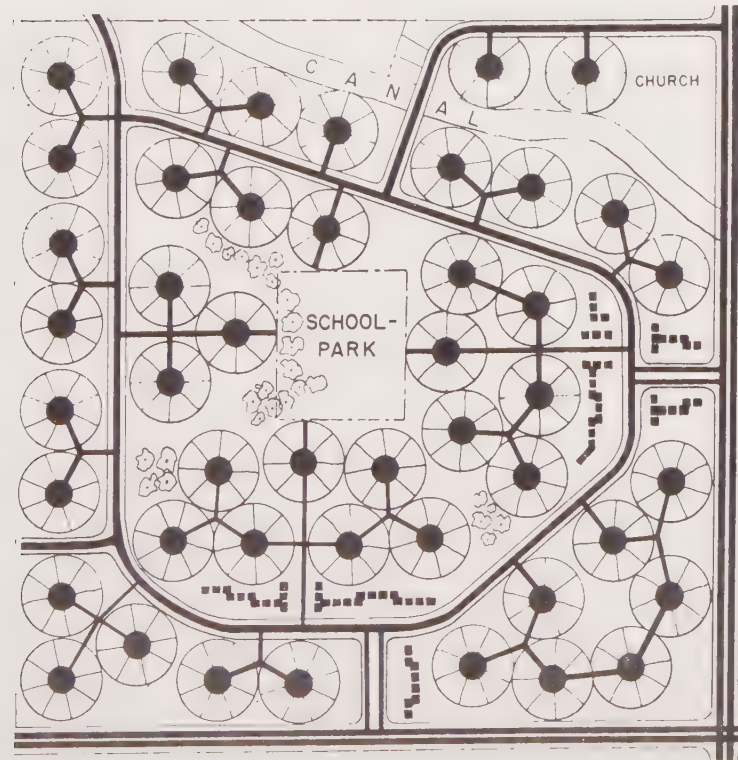




ONE



TWO



THREE



FOUR

COMPARISON COMPARISON CC

4.4

clustering of structures and reduced lot sizes. What would have become privately held front and rear yards in a standard single family tract is pooled in order to create a system of pedestrian trails and open space buffers which connect the various activities found in residential communities. The greenbelt system suggested is a skeleton of what might be provided when using the cluster style of development in the Fullerton hills. The three major elements of the system are as follows:

The "Major Greenbelt" is the village link to community activities. Plate 4.3 shows the Major Greenbelt connecting commercial, recreation, and school activities to successive greenbelts and finally the residential clusters. The Major Greenbelt may serve not only as an activity connector but also as a right-of-way for a city-maintained bike trail which would tie into the city's total bike trail system. It also serves the immediate recreation needs of the residents. The recreation area shown on Plate 4.3 will become part of a public park and directed activity area.

The next link is the "Minor Greenbelt" which is connected to a Major Greenbelt. The Minor Greenbelt takes the traffic from the paths and directs it toward the Major Greenbelt. The Minor Greenbelt also serves as the required space between clusters. In addition, the Minor Greenbelt serves as a limited activity area.

The last level of the greenbelt system is the "Path". All land that can be used to gain access to a Minor or Major Greenbelt is a Path. Ideally, the transition from one link to another would be systematic.

Village Concept

Because of the areas' topography, achieving a neighborhood identity becomes a simpler task. The geological characteristics of the hills separate the areas naturally. In the West Coyote Hills, the location of a planned major arterial parkway and a secondary parkway, based on topography, immediately distinguishes three unique areas. These areas, because of their size, can have supportive commercial, recreational areas, and

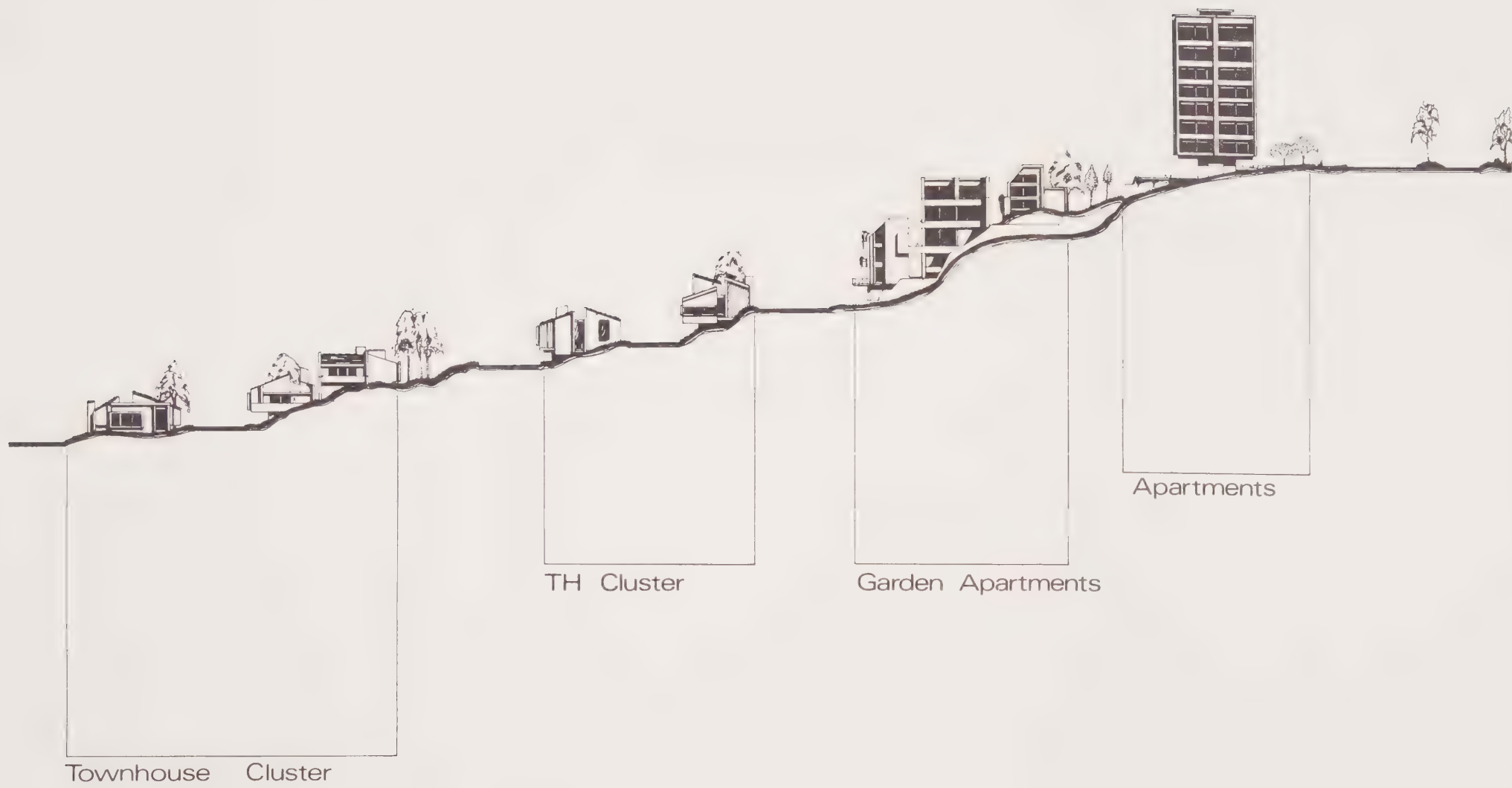
schools, and be self-sufficient and identifiable. These concepts reflect the character of a "village". The village areas have the ability to function inwardly on a social or service level as well as relate to the immediate community. The choice to have an identifiable social interrelationship is presented but not forced.

As stated above, recent trends indicate a demand for a style of owner-occupied development other than a standard single family tract. The transition in the development process can be seen on Plate 4.4.

As development of housing moves from the tract toward clusters, quality and benefits increase. Open space and recreation increases and becomes a part of the development. The number and length of streets decrease along with the danger to pedestrians. Open space gained becomes a buffer as well as a circulation connector to residential, recreation, schools, and commercial areas.

The following are some of the benefits which may be derived from the proposed style of development:

- . Additional open space may be provided.
- . Maintenance costs of streets and utilities are reduced.
- . Up to 25% of the streets may be eliminated in cluster development as compared to a conventional tract.
- . The number of school-age children may be controlled through the mix of housing types.
- . Savings on utilities and construction costs can be plowed back into landscaping, recreation, common plaza/court areas, and reduced sales prices of homes.
- . The major benefit to the builder is market appeal. The well-planned development providing both amenities and conveniences, not only stimulates sales, but helps to overcome competition.
- . Clustering would cost approximately two-thirds as much as a conventional plan.
- . Lot cost is about three-fifths of conventional development.



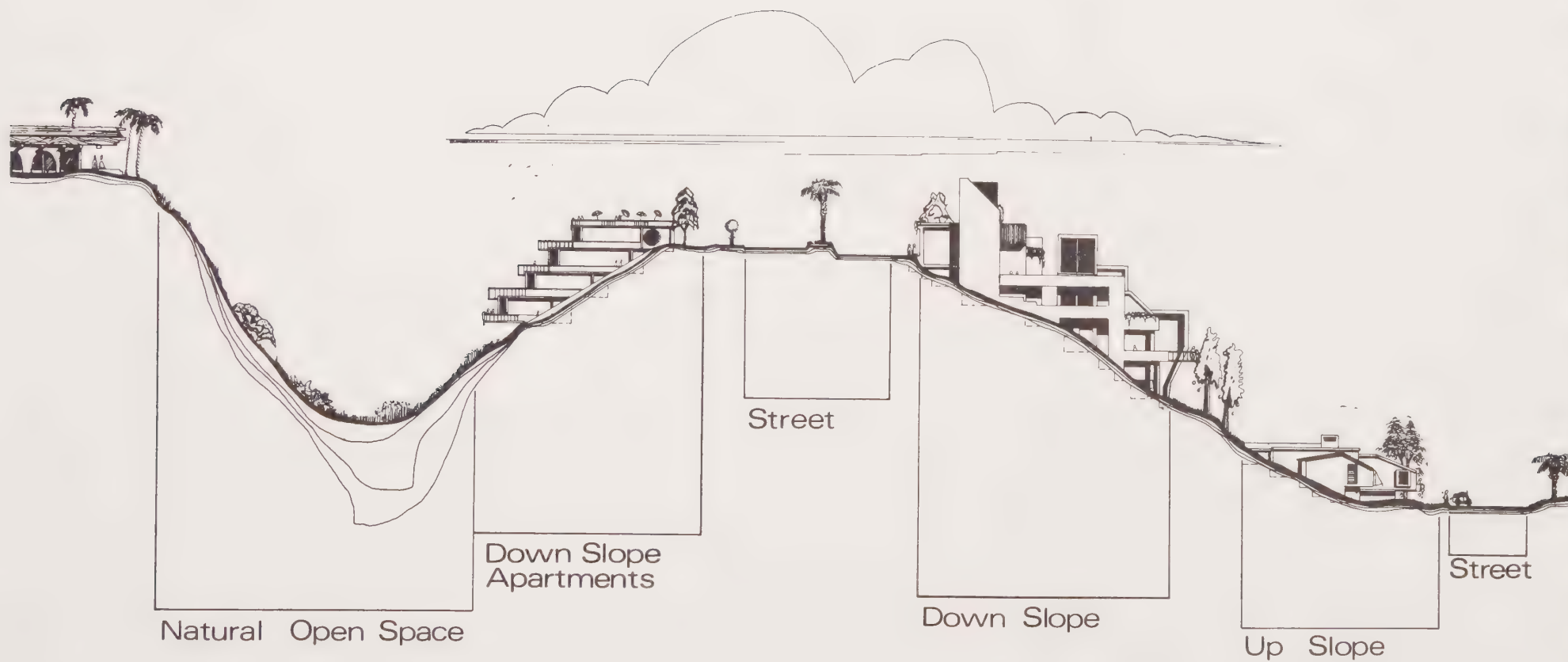
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PROFILE PROFILE PROFILE

area described

TH townhouse





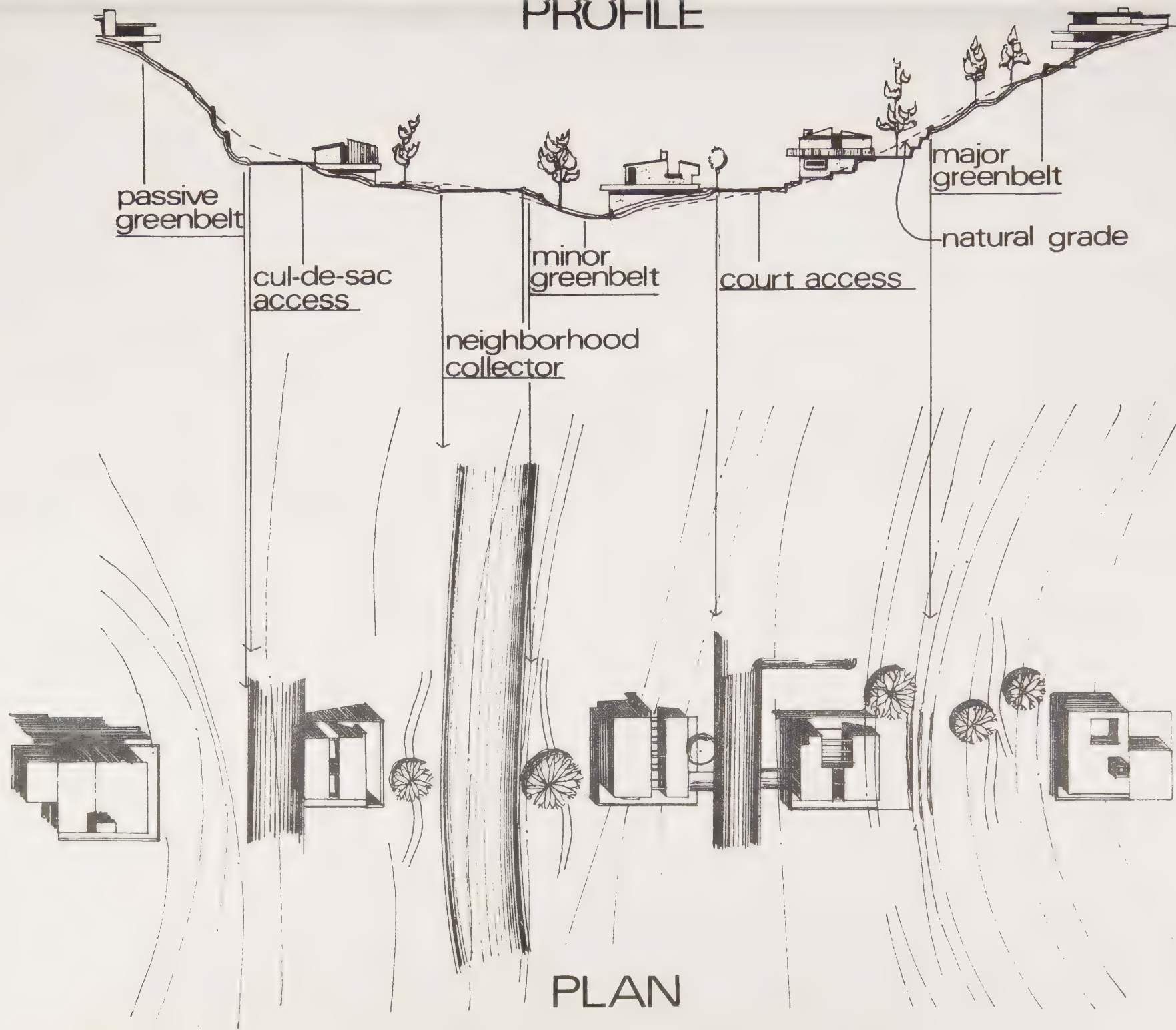
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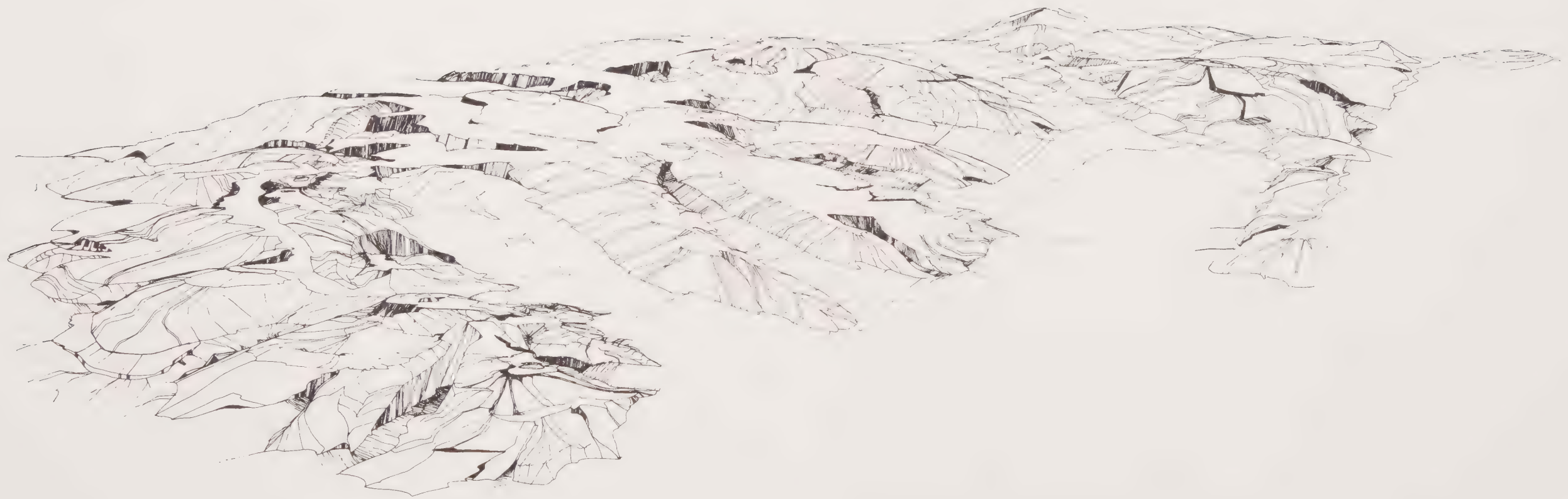
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area described



PROFILE







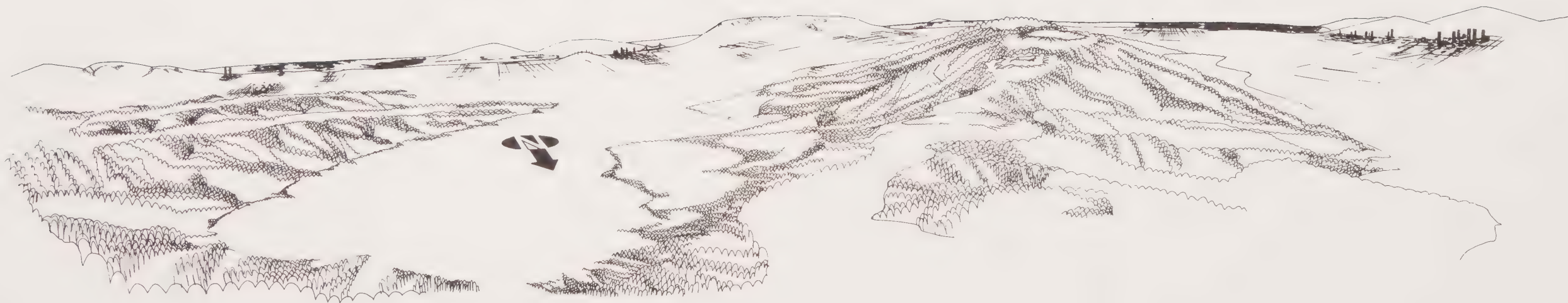
Land Development Concept

One of the City's goals is the preservation of the natural topography of the hillside. To arrive at this end, specific development techniques must be followed. Several different methods of hillside development are possible. From the available geologic data, it has been determined that certain types of grading would cause slip planes and fault zones to become unstable. Contour grading would be the best method to retain the land's natural integrity.

Contour grading involves the reshaping of the topography by following the existing topographic contours. This method might involve removing unstable material from hilltops or compacting material on canyon floors to reinforce hills. Contour grading works hand in hand with clustering of residences and the retention of common open space (Refer to Plate 4.6 and the Plate entitled "Profile/Plan"). Without controls, overgrading of the ridges will occur in order to gain more building area. Controls should be established to insure that no abrupt and exposed cuts and fills will be created and that the new contour blends into the original slopes.

The most important objective of the contour grading method is the prevention of slope grading to create terraced lots. In the hilly residential areas, homes will take on the form of upslope and downslope structures (See Plates 4.5 and 4.6). This type of construction entails excavation for stepping foundations only. A possible exception to this restriction would be upslope structures which, in some cases, would have no back patio or direct open space connection. The structure would be allowed to use retaining walls to gain some space, but the walls would be limited in height and number depending upon their visibility from other areas and their effect on the hillside.

Where possible, lines of view from the hillside should be unhindered. The intent is to locate residences and roads in such a way as to afford a view to the greatest number of people. Imaginative clustering, positioning and contour adaptation will be the major factors of success (See Plate entitled



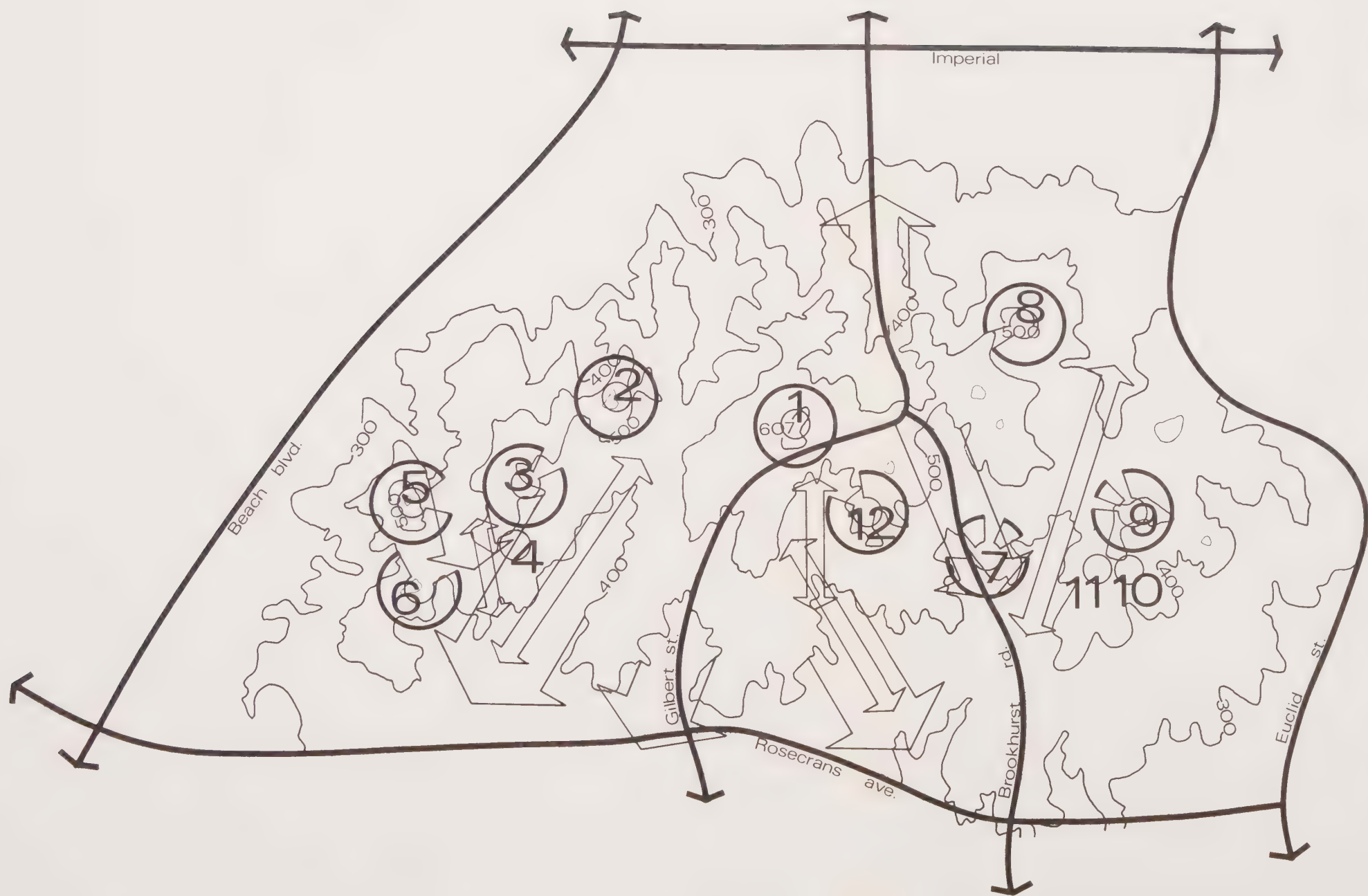
"Contour"). Public and private services such as commercial areas and schools should be located on land that would require little change. These locations would be the predominantly flat areas of the valleys. This concept prevents large scale land movement and also reserves the hilly land for view oriented residences. The Plate entitled "West Coyote Hills" shows the location of the natural axis which is best suited to services.

Vistas

In recognition of the natural views the hillsides provide, a vista program should be enacted. The hillside vistas are irreplaceable resources which need direction to be retained. The design concept proposes vista use and conservation to the greatest extent possible through the acquisition of specified vista sites for use by the general public. These vista points should include parking and areas for picnics and relaxation.

To determine the priorities for the acquisition of vistas, a rating system has been devised using such factors as site volume and site location. For example, the height zone of the area surrounding a vista site is an influencing factor. The more land in the height zone affecting a vista, the less desirable the site due to the higher cost of the land being regulated. A numeric value has been assigned to each of twelve factors, the sum of which yields a score to be used for the ordering of priorities. The lower the score, the higher a vista site is placed on the priority list (See Plate 4.13).

The vista matrix (See Plate 4.14) shows the desired sequence of vista allocation. It does not mean that the twelve vistas are to be acquired, but rather establishes the recommended sequence of acquiring vistas. One vista is not included in the acquisition matrix. This particular vista, Vista "A", is proposed as a park/vista to be located in the East Coyote Hills and is considered to be an immediate acquisition need (See Plate 4.12).



VISTAS VISTAS VISTAS

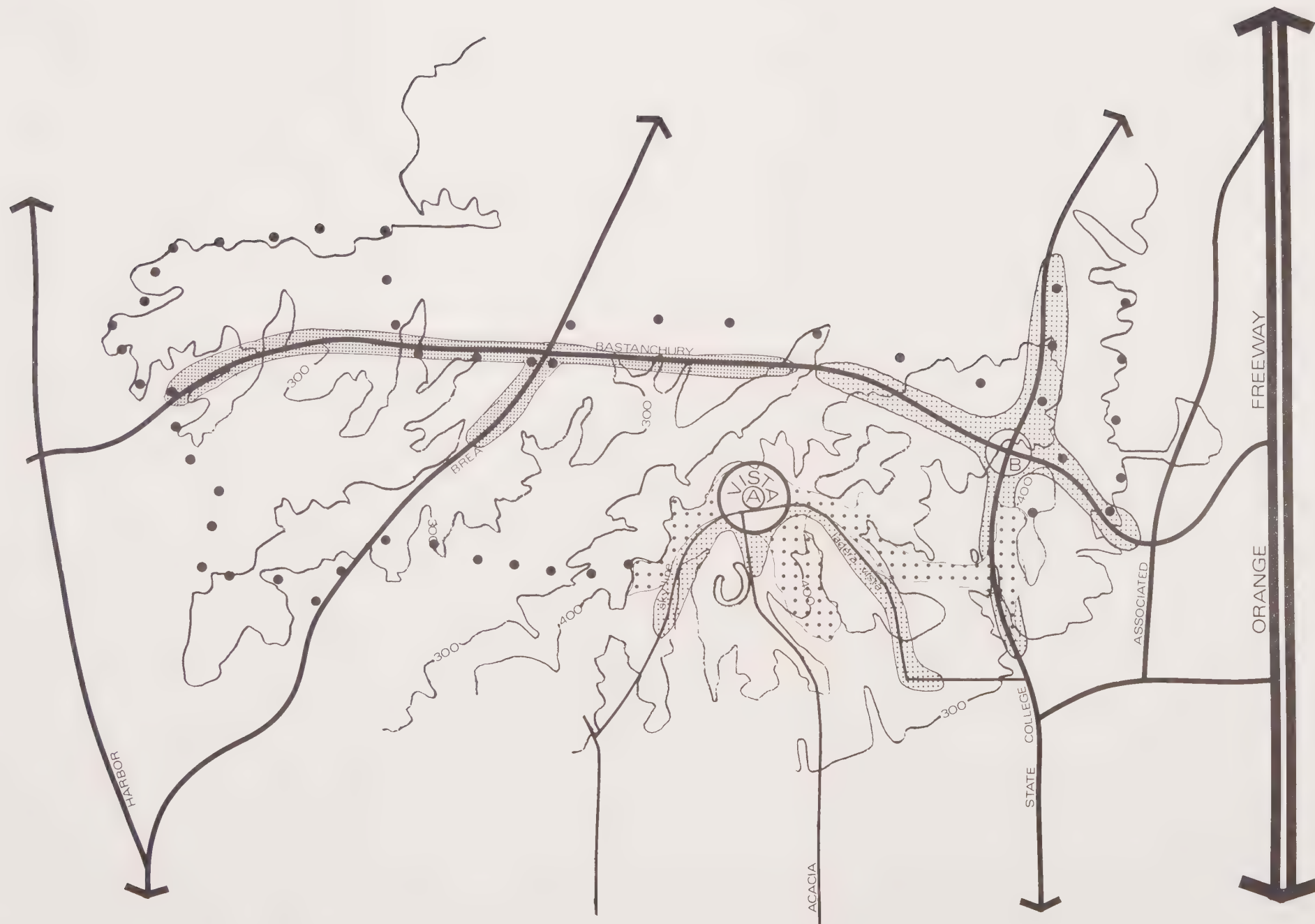
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0 500 1500

- vista site
- vista's "view circumference"
- ⌒ view hindrance
- vista corridor
- ↔ natural axis





VISTAS VISTAS VISTAS VISTAS VISTAS

4.12

-  vista greenbelt
-  village boundaries
-  scenic highway vistas
-  scenic highway

I S T A S

4.14

CRITERIA	RANKING	1	2	3	4	5	6	7	8	9	10	11	12
HEIGHT ZONE	VISTAS	6	5	2	9	8	3	1	10	4	12	11	7
SITE VOLUME		6	7	10	2	9	11	3	8	5	4	12	1
SITE LOCATION		7	12	2	11	8	1	3	10	4	9	5	6
TOPO CONDITIONS		1	2	12	3	8	4	7	9	10	11	5	6
VIEW HINDRANCE		1	3	4	2	5	8	9	10	6	12	11	7

VISTAS	1	2	3	4	5	6	7	8	9	10	11	12
CRITERIA POINTS	27	16	26	37	38	35	34	29	34	36	42	33
PRIORITY (Based on Criteria Pts)	3	1	2	10	11	8	7	4	6	9	12	5
ACQUISITION PRIORITY	3	1	2	9	10	7	6	4	6	8	11	5
	THREE	ONE	TWO					FOUR				

Circulation

The design concept developed for the Fullerton hills requires a street system which is compatible with the clustering of structures and which complements the system of pedestrian and bicycle trails and greenbelts. A nonfriction system has been devised for this purpose. The four major elements are described below:

1. Nonfriction parkway is a four-lane landscaped parkway with no development access cuts. The only cuts allowed are the village collectors which distribute traffic through the village.
2. Village collector runs centrally through the village with no residential development. Development on the village collector will be for commercial, schools, and recreation purposes. The roads connecting with the village collector are the neighborhood collectors.
3. Neighborhood collector is the spine of a residential area. The local streets, where residential development will front, will connect to the neighborhood collector. The neighborhood collector will have no houses fronting on it.
4. Local street consists of loops, circles, and cul-de-sacs on which residences will front.

The various elements of the design concept described above will help provide a living environment which allows for a variety of styles of development and, thus, a choice to the consumer. At the same time, it enables the City to control some of the aspects of construction which relate to the conservation of the natural topography and ensure the provision of a minimum of open space.

PROGRAMS FOR IMPLEMENTATION

A General Plan becomes meaningful only after the legislative body has made a commitment to carry out a program of action which leads to the end state envisioned in the Plan.

In addition to the goals, objectives, and policies specifically called out as guides for decision making, the Land Use Element includes programs of study or action which will help achieve the goals and objectives. These programs are listed below, beginning with the overall concept for the use of the Element followed by specific programs which address specific issues.

Use of the Land Use Element

All zoning decisions should be made in light of the intent of the Land Use Map.

Highway Commercial

A study should be made of the use and proper location of the Highway Commercial (C-H) Classification. Chapter 15.34 of Title 15 should be rewritten to include development standards which require a minimum lot depth so as to allow parking and access to a development which does not conflict with street traffic. Areas suitable for such a C-H zone would be limited to those parcels where street to street development is feasible or where the minimum depth already exists.

Office-Professional

The intent of the Land Use Element is to concentrate major office development within three centers. Therefore, the City should encourage future office development to locate within these centers through its land use

controls and through the provision of superior public services and facilities. Neighborhood office/professional services should still be permitted at various locations around the City but should be limited to local commercial facilities. In conjunction with this policy, the City should discourage the conversion of single-family homes to office/professional uses.

In order to implement the centers concept, the Office-Professional zone should be rewritten to allow such auxiliary services as restaurants, pharmacies, and other retail or commercial operations which are incidental to office uses. In addition, office/professional uses should not be permitted in commercial zones which do not meet the requirements of this concept.

Community Improvement Districts

Two community improvement districts should be designated: one in the southwest area of the City, and the other in the vicinity of the original townsite. The Development Services Department should be directed to propose an approach to finding solutions for some of the problems which exist in the two areas. The Southwest area is defined for this study as Census Tracts 18.01 and 18.02 (i.e., the area west of Gilbert Street and south of Artesia Avenue).

It must be acknowledged that circumstances, problems, and solutions may be distinct in each area, but that programs be initiated in both areas concurrently.

Central Business District

An analysis of the Central Business District should be made in order to ascertain feasible revitalization of the downtown area, reestablishing it as a financial and retail trade center. This study would relate to the community improvement program proposed for the original townsite area. Factors of concern include land use, the physical facilities, cooperation of the business community, and public facilities.

Railroad Corridor

A study should be made of the railroad corridor in order to ascertain the feasibility of maintaining the residential environment where residences already exist.

Oil Lands/Greenbelt Areas

Conformity to the General Plan

Development of land should follow the stated or implied objectives and graphic maps and sketches.

"New Communities" zone

The hillside land and new design concept needs direction and enforcement that only a separate zone can provide. The density to be allowed in the new zone should be an average of six units per acre based on the gross residential area.

Site Plan Review

All proposed development of the hillsides should be approved by site plan review. Site plan review will determine conformity of all plans with the General Plan concept and specific codes written for concept implementation.

Specifics of site plan review should include:

- . Grading plans
- . Street layout ("Village Collector" for the complete village)
- . Greenbelt connections (projected possible system)
- . Location and relationship of structures

Land Annexation

Fullerton should annex the Orange County land adjacent to the northwest corner of the City between the boundaries of Fullerton and the City of La Habra. Without this land under the new zone, uncontrolled development may take place resulting in geologic slippage of the land within the zone.

Minimum Parcel Size for Development

A minimum parcel size should be required to prevent small developments which cause problems in the interrelationship of uses in the village. The minimum area proposed is 100 acres.

Alignment of Brookhurst and Gilbert Streets and Village Collectors

The location of Brookhurst and Gilbert Streets and the natural topography have created three distinct geographic village areas.

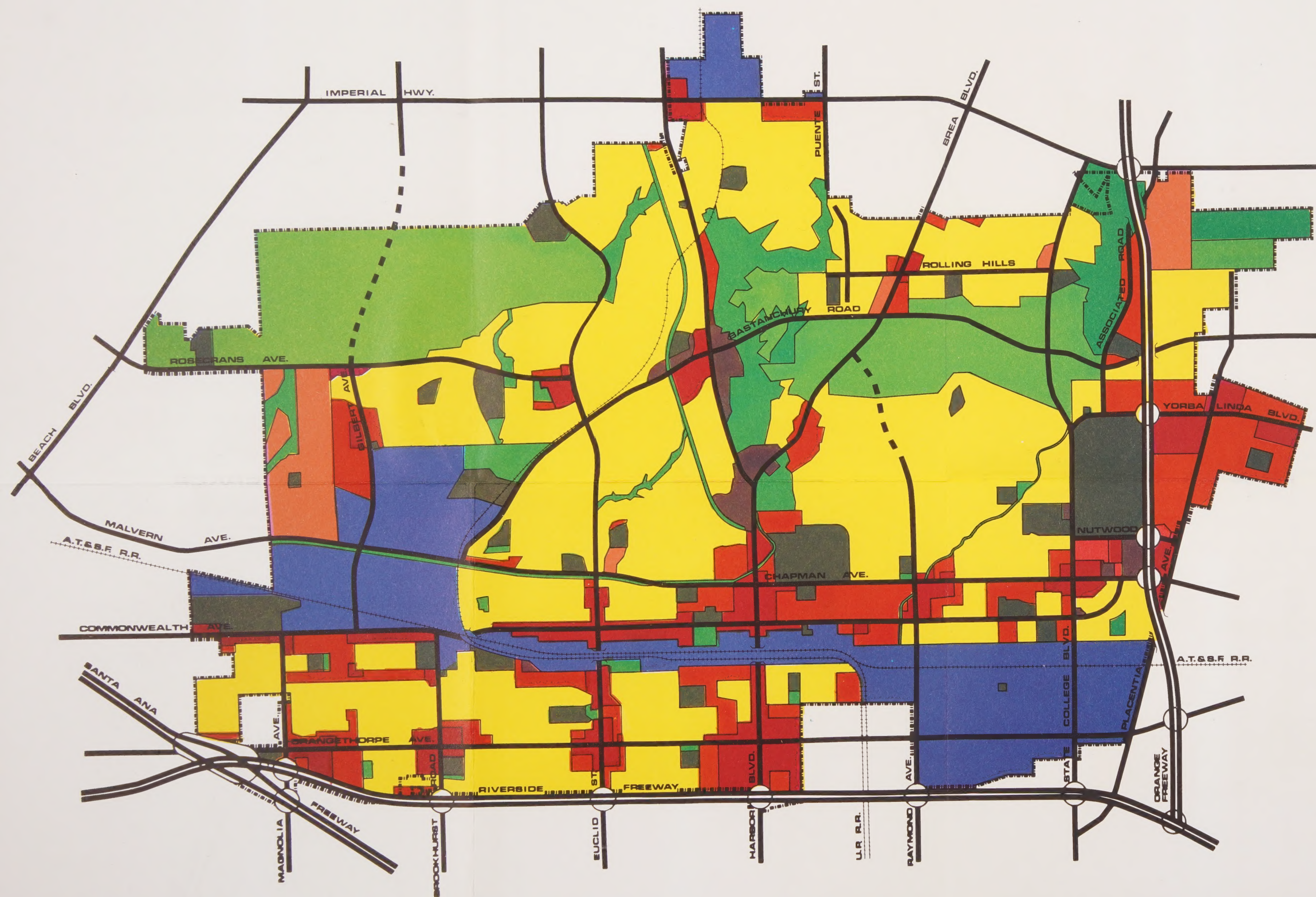
The alignment of the Village Collectors must be shown in the development proposals for an entire village. Without a complete alignment, a development might not relate to future developments in terms of streets and greenbelts.

Vistas

Allocation of vista sites shall use the vista matrix. A minimum of two sites should be acquired for the West Coyote Hills.

Commercial Development

Commercial location shall be along village collectors and must be shown in development proposals for an entire village.



LAND USE ELEMENT

RESIDENTIAL LAND USE

- LOW DENSITY (1.6/AC)
- LOW-MEDIUM DENSITY (3.14/AC)
- MEDIUM DENSITY (15.30/AC)
- HIGH DENSITY (OVER 30/AC)
- GREENBELT CONCEPT AREA (6/AC)

COMMERCIAL LAND USE

- COMMERCIAL
- OFFICE SPACE

INDUSTRIAL LAND USE

- INDUSTRIAL

PUBLIC LAND USE

- SCHOOLS AND COMMUNITY FACILITIES
- RECREATION AND PARKS LAND



fullerton
general plan
development services department

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